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Chambers, Laura M.

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From: EJ Walsh, P.E. [ewalsh@mccarthy-engineering.com] INDEPENDENT REGULATORY REVIEW COMMISSION

Sent:

Monday, November 30, 2009 10:03 AM

To:

EP, RegComments

Subject: Proposed Rulemaking, EQB, 25 PA Code Ch 102 'Erosion and Sediment Control and Stormwater

Management'

Attached please find our comments regarding the above referenced Rulemaking. The comments have also been included below in accordance with the written directions for submitting comments.

Respectfully Submitted,

Edward J Walsh, IV, PE ewalsh@mccarthy-engineering.com McCarthy Engineering Associates, Inc. 1121 Snyder Road West Lawn PA 19609

Phone: 610-373-8001 Fax: 610-373-8077

Chapter 102 Comments

Thank you for the opportunity to submit public comments regarding the proposed Chapter 102 Regulations. We offer the following comments for your consideration:

- Section 102.1- The ABACT definition includes a provision for storms 'up to and including the 2year/24 hour storm.' This contradicts the PCSWM requirements which require rate up to the 100 year storm.
- Section 102.1- The BMP definition has been expanded to include 'after disturbance.' This modification will allow the Department or local Conservation Districts to go after a party years later when the original party may or may not be still responsible. We recommend that a specific time frame be included or this provision stricken.
- Section 102.1- The Conservation District definition has been expanded to include a provision to administer and enforce stormwater management. By authorizing local Conservation District's to fully review stormwater, existing conflicts between local municipal ordinances and Department policy are being exacerbated. If it is the Departments intent to have local conservation district's review stormwater then the Department needs to take steps to be the sole reviewer and remove the municipalities from that function. We also question the local conservation district staff's ability to soundly and professionally review stormwater designs. It has been our experience that very few conservation districts have staff which fully comprehend stormwater design, let alone have adequate professional licensure.
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prevent future miss-interpretation.

• Section 102.1- We would also recommend adding the following definitions to the regulations. Avoid, Conveyance, Guidance, Manage, Minimize, Mitigate, Recommend, Sale and Suggested. In the context that they are used in the regulations, all of these are extremely subjective, and with the exception of guidance, recommend and suggested, are used throughout the document. It has been our experience that any time a word like avoid or minimize is used, conservation districts interpret that as it can not be done, no exceptions. Guidance, recommend and suggested are used throughout Department literature and are interpreted as regulations. While these documents work for ninety percent of situations, staff tries to force them to work in the remaining ten percent of projects as well. This typically results in defying professional good judgment.

- Section 102.2.a- The scope has been revised to 'manage post construction stormwater.' This should be revised to say 'manage post construction stormwater in accordance with the regulations in this Chapter.' As written it is easily construed to be applicable to non-related tasks and activities.
- Section 102.4.4.iv- The added section state that the applicant shall 'utilize other measures or controls that prevent or minimize the generation of increased stormwater runoff.' Who defines when this is met or when stormwater is minimized? This is highly subjective and should be either stricken or contain numerical requirements. This could easily be used to prevent development of a site solely for the reason of the reviewer doesn't like the applicant.
- Section 102.4.4.v- A requirement has been added to, among other things, 'reclaim and restore water quality' to waters of the Commonwealth. Who is responsible for quantifying this requirement? If you have a property owner with 3 acres on the side of the Schuylkill River and he proposes to develop the land, the Department could justifiably tell him he will only receive his permit when he restores the water quality of the Schuylkill River. While I would like to think that common sense would prevail, based on past experiences, I'm sure it is only a mater of time before that exact thing is asked. We recommend striking the words reclaim and restore.
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 not required, like installation of additional post construction BMPs. As written, the Department has
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- Section 102.8.f.16- Requiring additional information is an easy escape for the Department to require unnecessary or unwarranted information to be submitted, solely to slow or halt the process. Specific items should be included, or if additional information needs to be added in the future the regulations should be revised. Open loop holes should not be permitted. Can the Department provide a list of 'additional information' that may be requested?
- Section 102.8.g.ii- The twenty percent reduction for impervious area should be stricken from the requirements. This serves only as a punishment for redeveloping blighted areas and promotes urban sprawl. Re-development is already more expensive than developing a corn field. Maintaining this requirement only pushes developers away from redevelopment of areas like Harrisburg and Reading. How is the Department working both within its own and other state agency guidelines to promote redevelopment in lieu of constructing on additional farmland or open space with this requirement?
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- already has someone onsite inspecting on behalf of the Municipality. Isn't this a duplication of efforts? Is the Department going to conduct these inspections on their budget? Why should the Developer pay to have a Municipal inspector and a second inspector?
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- Section 102.15.b.2.ii.A,B- The list of exclusions should all have numerical values. One professional's opinion of the acceptable risk of sinkhole development and land-sliding will be different from another's, both of which will be different from the Department's.
- Section 102.15.b.iii.4- The requirements state that an operator, if known, should be present for the presubmission meeting. There is another section that allows the Department to deny the ROC based on the history of the operator. What happens if the ROC is approved with an unknown operator and then the Department doesn't like the chosen operator?
- Section 102.15.j The limits of the eligibility review should be clarified in the regulations. Is this intended to be a review of the reasons why a project is excluded? If so, this should be done at the presubmission meeting. If it is intended to be a full review of the project, what is the advantage to using this process? The designer and owner have accepted more liability and there is no difference in processing.
- Section 102.32.d- This section essentially allows the Department to asses civil penalties without going through the legal process to be awarded the penalty. Who is going to oversee the Department and prevent them from taking advantage of the regulated public?
- Throughout the regulations the terms 'extent practical' and 'utilize other measures that prevent or minimize' have been added. This is very vague and open to interpretation. Who decides when these have been met? Based on what criteria? There are numerous pitfalls with this language. A reviewer specifying that only a certain brand or product meets the requirements. Or an open ended requirement that a reviewer can say hasn't been met. We recommend this language be removed.
- A statement requiring conservation districts to consult with the Department has been added throughout the regulations. While we appreciate the additional guidance of local conservation districts, we also have concerns that this will become an excuse to extend permitting time frames. Specific language preventing that should be added.
- The term minimize is used throughout the regulations, for example, minimize any increase in stormwater or minimize impervious. This is extremely subjective, who determines when it is met? Minimized impervious is no impervious. It is only a mater of time until staff is using this as a reason to deny permits. For a five acre project, if it costs one hundred thousand dollars in infrastructure to control seventy five percent of the stormwater and one million dollars to control one hundred percent of the stormwater, is seventy five percent considered minimized? We recommend that numerical values be included within all sections.
- The Department should determine how to uniformly require and implement the water quality standards. As it stands now, if one developer develops a ten acre parcel on the side of an existing road, creating ten one acre lots, they would be required to provide stormwater management for the lots. There would be a requirement for long term maintenance and an increased cost to those ten lot

- owners. On the other side of the road, a second developer has a second ten acre parcel and subdivides it into ten one acre lots, but doesn't propose land development. He then sells all ten lots to individual owners. Since each lot is under the 1 acre of disturbance, and they are separately owned at the time of construction, those lot owners have no post construction stormwater requirements. Two identical projects on identical lots on opposite sides of the road, one side has to comply one side is exempt. How does the Department overcome this?
- Regarding the funding requirements, the executive summary states that the revisions should not result in significant increased compliance costs, and further states that there should be a cost savings.
 - While we agree that outdated requirements have been removed, new requirements have been added. A couple of the new items that will increase costs include, the requirements for additional inspections, long term O&M monitoring and recording keeping, interpretation of definitions, such as restoring water quality, and measurements during construction.

With all of these increased costs, how can the Department justify that there will be a reduction in costs? An analysis of the true projected costs should be provided to the public to substantiate these statements.

- Standards for professional judgment need to be incorporated into the regulations. As previously noted, the professional community is consistently told to do things 'because they are in the manual.' These sites are the ones with failing facilities and designs that don't work, because the professional community is told that it has to be warped into meeting a general Department checklist, not professionally designed for a specific site. Checklists might be the Department's answer to not having professionally trained and licensed staff review submissions, however the checklists and manuals are also the reason that there are failing stormwater facilities.
- An ongoing problem is the disparity and lack of consistency between the Department's own regional offices and the Department to the conservation districts. Each office has their own set of rules that they play by. For example, in one conservation district, they prohibit silt fence unless it is around a stockpile, and require silt socks. The next conservation district to the north prohibits silt socks since they aren't in the manual. That is one small example of the lack of consistency. As part of these revisions, how is consistency being addressed, especially considering most of the requirements are general in nature and non-numerical?
- We work with municipalities that refuse dedication of any facilities related to post construction stormwater management and will only accept traditional basins. They don't want the maintenance responsibility or the Department breathing down their neck. This creates a long term issue of responsibility, is a single lot owner responsible for a communities facility? Should a home owners association be established to do the work for ten years until it automatically dissolves? Should the municipality be forced to accept them? Should they be dedicated to the Department? This topic needs to be addressed as part of the Regulations.
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- Going hand in hand with the ability to infiltrate is the required loading rates for infiltration facilities. The manual arbitrarily uses 8:1, we work with one conservation district that finds 20:1 acceptable, another that uses 32:1 and a third that requires a **minimum** of 6:1. None of these are based on site

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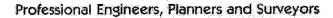
In conclusion, we applaud the Department's efforts and undertaking of the revisions to the regulations. Prior to finalizing the regulations, there are multiple revisions that need to be completed to remove some of the guesswork and interpretation to protect everybody involved. Mainly, all of the vague references, which are open to interpretation, need to either be removed or numerically quantified.

Thank you for the opportunity to present our recommendations to you. If there are any questions regarding any of the above comments, please do not hesitate to contact me.

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